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PROGRAMME PLANNING

Country programming and multinational programming

FIFTH COUNTRY PROGRAMME FOR MOROCCO*

Programme period	Actual resources programmed	$
1992-1996	Net IPF	20 147 000
	Estimated cost-sharing	-
		20 147 000

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*Detailed listings of projects and other related information under the country programming may be obtained by those concerned on request. These listings relate to: (a) ongoing projects; (b) proposed projects; (c) distribution of resources by objective; (d) activities covered by the funds and operational programmes of the Administrator; and (e) breakdown of the new programme by sector.

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I. STATUS OF DEVELOPMENT: OBJECTIVES AND STRATEGIES

A. Socio-economic situation

1. At the dawn of the new programme of cooperation with the United Nations Development Programme, Morocco is approaching a new phase of economic and social development.

2. In fact, since 1983, when Morocco had virtually stopped paying its foreign-debt service, the Moroccan Government has undertaken a broad programme of restructuring and adjustment designed to restore economic and financial balance, to establish conditions favourable to sustained development and to increase the economy's capacity for adaptation to changes in the national and international environment.

3. The balance sheet of this policy of adjustment and restructuring is unquestionably positive and enables the Government to foresee in the near future the start of a new phase of development, the economic-upswing phase, relying essentially on the living and profound energies of the country.

4. The major achievements of the 1980-1991 period: The balance sheet prepared very recently by the Government includes the following elements:

- The GDP in national currency per inhabitant has almost doubled in nominal terms. National savings have increased from 16 per cent to 25 per cent of the GDP. The rate of investment has remained high, amounting to 24 per cent of the GDP, with an appreciable improvement in effectiveness, thanks in particular to the positive reaction of the private sector, whose State-approved investments quintupled between 1982 and 1990:

- The Treasury's global deficit has diminished considerably, from 11 per cent to 3 per cent of the GDP;

- In the area of foreign accounts, the rate of coverage of imports by exports has increased from 48 per cent to 61 per cent, with an appreciable increase in manufactured exports;

- The share of total exports represented by manufactured exports has increased from 43 per cent to 62 per cent;

- The deficit of the current account of the balance of payments represents only 3 per cent of the GDP, as compared with the previous figure of 13 per cent;

- Lastly, the reserve of foreign exchange, which had been insignificantly low in the past, now covers more than three months of imports;

- The ratio of the outstanding foreign debt to the GDP, which was as high as 97 per cent in 1983 and 123 per cent in 1985, has come back down to 81 per cent. Similarly, the ratio of foreign-debt service to current foreign receipts has come back down from 71 per cent in 1986 to 42 per cent today;

- The economic trends observed in 1991 confirm from a global point of view the advances made until the end of 1990, even when the tourist sector had suffered the full effect of the Gulf crisis;

- Thus, the average rate of economic growth for the first four years of the 1988-1991 orientation plan is found to be 4.6 per cent.

5. Major challenges: Morocco, like its most important partners in development, is very well aware of the major challenges it must continue to face during the coming decade. These can be summarized by the following points:

- Population growth will continue at a high rate until the year 2020, emphasizing the pressures on natural resources and on the country's infrastructures and implying heavy educational, health-service and food burdens and the absolute imperative of employment;

- In the social field, the economic policies followed during the period under consideration have had a rather negative effect. Thus, the expenses of investment in the education service have fallen from 6.7 per cent of GDP in 1981 to 5.5 per cent in 1989. Parallel with this, investments in the public-health sector, which had been 1 per cent of the GDP in 1981, have dropped below the 1 per cent threshold in 1989;

- Along the same lines, the rate of unemployment is 2.4 per cent higher, having grown from 13.9 per cent in 1988 to 16.3 per cent in 1989; it has reached 29 per cent for the 15-to-24-year age group, and even more than 30 per cent for skilled workers and graduates. That high unemployment rate has prompted the Government to adopt a series of supplementary measures in order to create jobs, particularly for young graduates, among which the following may be mentioned: the creation of the National Council of Youth and the Future and employment agreements with local communities (23,000 jobs);

- The serious inequalities in the distribution of income, between the rural world and the urban world, between men and women, and in access to education and to the world of labour continue to be major constraints;

- Lastly, the international business situation, the upheavals in Eastern Europe, the completion of European construction and the risk of marginalization of North Africa (the latter represents only 3 per cent of the foreign trade of the European Economic Community [EEC]) that could result from it if the southern coast of the Mediterranean Sea does not succeed in providing a socio-economic environment capable of encouraging the creation of "economic zones of proximity" and the "decentralization" of European industries, the economic and political repercussions of the Gulf crisis, taken together, constitute the basic data that Morocco is encountering on its path of development.

B. National development objectives and strategy

6. The objectives and the national strategy for development can be clearly seen from the Orientation Plan for economic and social development (1988-1992), from the preparatory work for the new orientation plan and from the governmental programmes submitted to the legislative and parliamentary body.

7. Objectives: (a) Short-term and medium-term objectives: Morocco intends to pursue three concrete objectives, namely: the completion of the adjustment process, the end of the debt rescheduling cycle and, lastly, the convertibility of the national currency by the end of 1993; (b) Permanent objectives: these can be reduced to food self-sufficiency and improvement of the living conditions of the Moroccan population - otherwise known as human development - through the development of human resources, (education, training, science and technology), through the employment induced by the creation of productive wealth, through the diversification and densification of social services and through the expansion of the choices available to the people.

8. The Government's strategy: On the basis of cultural integration and the opening to the outside world, this is structured around the following axes: (a)

mobilization of the country's energies and profound forces through a redistribution of roles between the State, the private sector, non-governmental organizations (NGOs), local communities and individuals. The State will maintain control over strategic spheres of national interest and at the same time disengage itself from non-strategic but productive sectors. Thus, the key words in this connection are: disengagement, decentralization, privatization, establishment of responsibility among administrations and officials, improvement of management capacities in the public sector. The private sector will have the role of creating national wealth and employment. Local communities, associations and individuals will be responsible for taking charge of local situations and finding solutions for them through collective and individual initiatives; (b) the systematic intensification of the dialogue between different participants in this process, in an atmosphere of harmonization and social cohesion, in order to maintain and develop an atmosphere favourable to investment and productivity; (c) the lasting reorientation of State activities in favour of the social sectors, in order to ease the consequences of the adjustment policy and to meet the needs of the population more effectively, in particular with regard to health, education and habitat - in short, to make social affairs keep pace with economic affairs; (d) the strengthening of economic integration at the level of the Maghreb Arab Union and the development of its traditional links with sub-Sahara Africa.

9. These are the main lines of the national development strategy which Morocco has set for itself for these closing years of the millennium.

II. EXTERNAL COOPERATION

A. Role of external cooperation

10. In terms of disbursements, development aid in 1990 amounted to $485 million. To this must be added $611 million representing the disbursements made by the World Bank and the African Development Bank (AfDB), in the context of the various loans made to Morocco. Thus, external financial aid amounts to $1.096 billion. This contribution represents only 50 per cent of the debt service after rescheduling. From an analysis of the flows of development aid one can see the concentration on several strategic sectors and the predominance of development aid from bilateral sources. In fact, four sectors account for 88 per cent of the development aid received: (1) agriculture, forestry and fisheries, 53.9 per cent; (2) utilization of human resources, 17.6 per cent; (3) health, 8.1 per cent; and (4) natural resources, 8.6 per cent.

11. With regard to the source of development aid, bilateral cooperation remains predominant, accounting for 70 per cent of the total. For the financial year 1990, France, the Federal Republic of Germany and the United States of America have contributed a total of 51 per cent of all development aid. Multilateral cooperation is in second place, 30 per cent of the total, with 66 per cent of this figure originating from the Arab Fund for Economic and Social Development and from EEC and 34 per cent from the United Nations family; in the latter category, the World Food Programme (WFP) remains the most important donor, ahead of UNDP.

12. In addition, the share represented by aid as a percentage of autonomous technical cooperation is 40 per cent, while its share of investment projects is 42 per cent. Similarly, the share represented by development aid provided in the form of loans on liberal terms is 46 per cent.

B. Aid coordination arrangements

13. Since 1985 the General Directorate of International Cooperation of the Ministry of Foreign Affairs and Cooperation has been responsible for aid coordination, both at the bilateral and at the multilateral level. However, some cooperation programmes are managed by other ministerial departments: (a) World Bank and United States International Development Agency (Ministry of Economic Affairs and Privatization), (b) AfDB (Ministry of Finance), (c) the Food and Agricultural Organization of the United Nations (FAO) (Ministry of Agriculture and Agrarian Reform), (d) World Health Organization (WHO) (Ministry of Public Health). Around specific themes, the Government intends more particularly to entrust to UNDP the task of serving as a catalyst for the coordination of development aid. Among these themes, we may mention the following: (i) the water and sanitation sector; (ii) the environment; and (iii) the promotion of quality and standardization in industry.

III. THE COUNTRY PROGRAMME

A. Assessment of the ongoing country programme

14. The elements of assessment presented below are based on the mid-term review of the fourth programme, carried out in November 1989 and January 1990, on certain thematic reviews organized inter alia for the water and maintenance sector and on the evaluation reports prepared as part of the projects.

15. Results: The most significant results achieved during this programme relate to the utilization of human resources and the strengthening of management capacity in the sectors of planning, water, marine fisheries, ports and marine transport.

16. Training: Fourteen per cent of the indicative planning figure for the 1987-1991 period was devoted to training. Among the many results achieved as part of this "cross-cutting" activity, which involves almost all of the projects undertaken, mention may be made of the activities carried on by the following projects: the national training programme for project analysts (371 upper-level staff of the public and para-public sectors were trained); the TRAINMAR Project of the Port Training Center of the Office of Port Operation, whose influence extends both to the port sector and to the para-port sector (3,197 persons trained); the programme of aid to training, to administration and to the security of marine transport (318 persons trained).

17. Improvement of the management capacity of the public sector: The most significant results are those already achieved or expected by: (a) the project for the introduction of data processing into mining, which has made it possible to establish national expertise and modern arrangements for management of the mining sector and mineral resources; (b) the TRAINMAR Project of the Office of Port Operation, whose prospective study on human resources constitutes a model; (c) the programme currently undertaken for the management and development of marine fisheries, which has made a great contribution to the strengthening of national capacities in the preparation of management plans and to the conduct of studies leading to the plan for optimal exploitation of the four major fisheries. This programme should, after the adoption of a mechanism for the regularization of access to national fisheries, lead to a substantial increase in the contribution of the fishery sector to the national economy; (d) the programme of institutional, financial and administrative restructuring of the regimes for the distribution of water and of the National Drinking Water Office also represents a significant action in the area of rationalizing the management of enterprises in the public and semi-public sector.

18. On the other hand, the results attained in the field of maintenance are modest in comparison with the magnitude of the task to be performed in sensitization to the integration of the maintenance dimension into public and private management (a seminar for managers, the creation of training capacities in the fields of professional training, telecommunications and public health and the organization of cells sales and workshops in certain enterprises). The thematic evaluation of this field has shown the need to establish a strategy for maintenance at the national level.

19. Planning. The fourth programme has been marked by a series of major actions which are upstream from or which complement actions undertaken by other financing sources, including the World Bank. The actions carried out in this way in the field of hydrology, meteorology, water supply to rural populations and watershed management have made it possible, in their respective fields of competence, to improve the process of information and to facilitate decision-making by making techniques and reliable data available to users. The support given to the Statistical Directorate for the conduct and analysis of a series of surveys on households and on the standard of living has made it possible to strengthen existing skills in the conception, realization and tabulation of complex surveys and has helped to establish a permanent arrangement for household surveys, so that there can be a better appreciation of the social effects of the policy of structural adjustment and an improvement in the decision-making process.

20. Environment/management of national resources: With regard to the environment, a subject not initially included, it should be pointed out that an important process has been started in the sensitization of technical industries, research institutes and non-governmental organizations to the rational management of natural resources. The actions undertaken to create a national laboratory for the study and monitoring of pollution and harmful substances, the establishment of a permanent environmental observatory and the preparation of a national strategy for the protection of the environment should enable the Government to gain an understanding of environmental problems on a scientific basis.

21. Lessons learned: (a) National implementation. The fourth programming cycle has brought a major change with regard to implementation modalities, which materialized in the form of fast action and increasing recourse to the implementation of projects by the Government, as well as to increased utilization of national expertise, to which 4.13 per cent of the IPF resources was devoted. The number of projects carried out by the Government thus increased from two at the beginning of the cycle to 18 projects at the end of the cycle. This advance is the logical result of the actions undertaken jointly by the Government and UNDP during the preceding programmes in the field of personnel training. The introduction of this modality has necessitated the organization of a programme for the expanded systematic training of all the national civil servants responsible for the management of projects financed by UNDP. (b) Comparative advantages. The main comparative advantages directly felt by national users of UNDP cooperation may be summarized as follows: (i) neutrality and impartiality; (ii) broad opening to the outside world and transfer of experience and know-how accumulated through that opening and entrenchment in the various countries; (iii) a wide-range of modalities of intervention in a flexible programming context; (iv) cultural diversity in the composition of UNDP field offices. (c) Constraints. Among the weaknesses discovered at the time of the mid-term review of the fourth programme, mention may be made of the lack of a programme approach, which resulted in an unduly large number of projects with no real convergence and distributed among the various economic and social sectors, have constituted a limiting factor, both in the implementation and follow-up of the programme and in their impacts.

B. Cooperation proposals for UNDP

The process of preparation

22. The mid-term review: The preparatory process for the fifth cycle has sought to take account of past experience in programming and in the management of the preceding programme, which was characterized by a multitude of projects whose linkages had not been made evident by a coherent cooperation strategy, making it possible to attain precise objectives included within the framework of a number of key sectors that had been defined from the outset, during the conception phase of the programme. The mid-term review exercise has developed thanks to the cooperation of United Nations specialized agencies, national consultants and representative NGOs at the national level, an entire process of sectoral assessment (water and sanitation, employment) and thematic assessments (maintenance, management of human resources/MDP), harmonization meetings with the donors and seminars relating to precise themes whose impact is multisectoral (environment, women in development) or for which the support sought is beyond the framework of programming at the national level (combating HIV/AIDS, privatization). The results of this process have, as the work went along, been widely disseminated in order to make possible a better synchronization of cooperation programmes within the framework of national planning. The review of the fourth programme, whose synthesis phase took place over a period of five months, has in fact made it possible to proceed to a refinement of the objectives of the programme and to make clear the main lines and the criteria that should govern the selection of key sectors which should receive UNDP support.

23. Adoption of an implementation methodology: The Government has developed the bases of the methodology established at the time of the preparation of the fourth cycle by strengthening the process of dialogue between the "horizontal" ministries that have participated in limited interministerial committee. That committee has been given the task of defining the conceptual framework and developing and refining the criteria of project selection, in accordance with the priorities of the national development plan and the financing law. Among those criteria, the following should be mentioned: (a) the socio-geographical criterion: rural zones, community approach; (b) the criterion of economic, financial and institutional feasibility: programmes and projects which are capable, as soon as they are conceived, of generating other sources of financing (bilateral and multilateral) and of technical support (participation of the private sector, NGOs and communities); (c) the criterion of replicability: from the viewpoint of lasting development and optimal utilization of national skills and resources; (d) the criterion of performance: projects whose success indicators are clearly defined and easily monitored, whose multiplicative effects are assured and whose objectives are consistent with the strategy of ongoing structural reforms (the programme of structural adjustment, the programme of support for public administration and the programme of rationalization of public enterprises); (e) a criterion taking account of the programme approach: projects which complement one another and reinforce one another within the framework of a common programme and which have a real impact on productivity and on the effectiveness of investment.

24. Dissemination of information and harmonization: Since the report on cooperation for development constitutes a valuable tool in the hands of the Government and of the donors and since there is no global plan of technical cooperation, UNDP has centred its efforts on improving the quality of information contained in that report and on its dissemination on an ever-growing scale.

25. The process of harmonization between the agencies of the United Nations system which have representation in Morocco has been continued on a regular basis through monthly coordination meetings and frequent reciprocal visits. As a part

of that process, a special coordinating effort has been made by UNDP with respect to the World Bank by the establishment, more than two years ago, of a common operational mechanism for coordinating the respective programmes of UNDP and the World Bank in Morocco.

26. The advisory note: UNDP's advisory note, submitted to the Government in mid-1991, combined from a conceptual and strategic point of view all the conclusions and recommendations arising from the specific actions developed since the mid-term review. The period subsequent to the note has been utilized for gaining an ever-better understanding of the substance and the form of the new cooperation programme. The currently proposed cooperation programme represents the culmination and conclusion of this entire process, which has been spread out over a period of about 24 months.

The strategy of the proposed programme

27. The objective aimed at: Human development - conceived of as the process of continuing expansion of the range of opportunities and self-realization offered to individuals - in a preserved ecological environment - constitutes the ultimate objective of the proposed programme. In order to facilitate the attainment of that objective, it is proposed that the new cooperation programme should concentrate on diagnosis, the development of skills and the reduction of disparities between the existing capacities in development management, as well as the utilization of human potential and employment, the management of natural resources and the capacities really needed for rational management of development and of those resources.

28. Structure of the programme: The proposed programme is conceived of as the integrated interconnection of vertical and horizontal dimensions that can be read like a chessboard, in such a way that the horizontal dimensions may be viewed at times as vertical (and vice versa), depending on the nature of the problems to be dealt with. The vertical dimensions are understood as the objectives assigned to UNDP intervention. These are: (a) strengthening capacities for the management of economic and social development; (b) developing human resources; (c) developing and improving the management of natural resources. The horizontal dimensions are understood as special subjects of interest common to the Government and to UNDP (decision 90/34 of the Governing Council) adapted to the national context. Those subjects, whose intensity will vary with the situations to be dealt with, are established in the following manner: (i) elimination of poverty and participation by the people in the development process; (ii) preservation of the environment; (iii) technical cooperation among developing countries; (iv) transfer of technology; (v) promotion and utilization of women in the development process. Added to these subjects is that of utilizing the cultural element of development, an element indispensable for the self-realization of the individual. Transposed to the programme/project level, this structure will make it possible to maintain a high degree of coherence in the programme as a whole and will help to maintain everywhere, by means of convergent clusters of interventions and actions, the programmed attainment of the ultimate objective of cooperation with UNDP - in short, to maintain the "programme approach".

29. The space-time dimension. This twofold dimension is important, since it underlies the entire development process which Morocco has chosen and which it hopes to see UNDP adopt. UNDP cooperation will have to be established progressively in geographical zones which have a difficult socio-economic context or unfavourable natural conditions. UNDP cooperation will always have to give the objective of continued developmental efforts and achievements preference over the mere solution of short-term problems. A long-term view is therefore expected in the interventions of the proposed cooperation programme.

30. The proposed cooperation in selected areas of concentration: The three objectives assigned to the programme are the following: (a) strengthening capacities for the management of economic and social development; (b) developing human resources; (c) developing and improving the management of natural resources. The programme taken as a whole is intended to contribute to the attainment of these objectives through the areas of concentration developed below.

Strengthening of capacities for the management of economic and social development

31. National objective: Lasting human development presupposes the deployment of the concerted efforts of all the living and profound forces of the country. It is therefore essential to establish the closest possible coordination between the different departments of the public sector and to carry on a dynamic and stimulating interaction between the public sector, the private sector and all the other components of Moroccan society. The Government intends to base such concerted action on the redistribution of roles and the improvement of the performances and productivity of the participants in economic and social life.

32. The proposed cooperation.

(a) Modernization of the administration. This relates essentially to the management of the various ministerial departments and other State institutions, as well as the improvement of the management of available human resources and the modernization of the administrative apparatus with a view to adapting it to the norms of modern management and to the objectives assigned to the public services. (b) Decentralization. Decentralization is a firmly established policy of the Government. This policy has direct effects on a number of fields and activities, including those linked directly to the management of the public sector and to the interaction between the central administration and local communities, as well as to the promotion of employment, through the creation of small and medium-sized enterprises in the rural environment. The cooperation undertaken with UNDP will be aimed at facilitating the efficient performance of the operations provided for by the decentralization policy, concentrating its activities on target rural zones situated in mountainous areas, as well as the southern provinces of Ouarzazate and Errachidia. (c) Privatization. Desirous of accelerating further the dynamics of a liberal economy, the House of Representatives of Morocco has promulgated a law calling upon the Government to privatize those industries which have been totally or largely the property of the State. Cooperation with UNDP gives extensive support to this initiative by making available to the Government the expertise needed for implementing the policy of privatization and by making provision for the training of national personnel in this field. Such cooperation will also deal with the question of creating an environment favourable to investment, an essential factor for the success of the privatization operation. (d) Normalization/promotion of quality/maintenance. This relates to key elements of the success of opening the Moroccan economy to the outside world, its performances and its competitiveness. It also relates to a qualitative improvement of the provision of products and services at the country level. The establishment of the national strategies for maintenance and quality will be supplemented with some specific actions in the subsectors of hospital equipment and telecommunications. (e) Reserve. In order to deal with the exigencies of adaptation, it is proposed to establish a financial reserve to be programmed during the implementation of the programme.

33. Results expected. Adoption, implementation and measurement of the methods of administrative management, simplification of administration procedures, sensitization of decision-makers, training of middle-level cadres; improvement of the living conditions of a target rural population; hard core of specialists

capable of managing the privatization process; adoption by consensus of national strategies for maintenance and quality.

34. Linkages with other cooperative agencies. In addition to the cooperation established with the World Food Programme (WFP), the United Nations Children's Fund (UNICEF), the United Nations Fund for Population Activities (UNFPA), the United Nations International Drug Control Programme (UNDCP) and the other donors that have expressed interest in participating in some subprogrammes of these areas of concentration.

Development of human resources

35. National objective. Every individual must be given an opportunity to become an active and productive member of society. Individuals, viewed as part of national wealth, must be preserved, utilized and qualitatively promoted.

36. The proposed cooperation

(a) Education/training/employment. The harmonization and correlation between education and training on the one hand and the needs of economic sectors on the other hand are now becoming urgent in every sector of the economy. At a time when tens of thousands of young diploma holders are unemployed, the productive sectors are seeking trained personnel who can meet their needs. The programme proposes to study this problem during the next cycle, placing particular emphasis on the sectors of agriculture and the tourist industry. The results obtained in those two fields can then serve as models for other sectors. In this context, the programme will work to make it possible for the training process to gain more active participation of the private sector, not only as the main provider of employment but also as a potential source of training. (b) The reform of basic education. Despite of the fact that most Moroccans live in rural areas, school programmes are designed essentially to meet an urban concept of life. It is therefore proposed to develop a pilot project for the establishment of a new study programme at the level of basic education, intended to encourage students to seek self-realization in rural areas without accepting the idea that the agricultural sector constitutes the sole provider - or the main provider - of employment. Besides the introduction of new subjects centred around "rural" themes - but not necessarily agricultural ones - five major topics will be introduced into the new study programme, namely, population, the environment, hygiene and nutrition, culture, and the concept of quality. Within the context of the same programme, the concept of manual labour in contrast to instruction of a strictly economic type will be utilized. (c) The promotion of small and medium-sized industries. As part of a model programme, model schemes for the promotion of small and medium-sized industries and enterprises will be established, particularly in rural areas, with a view to replicability in other areas. The programme will develop a methodology in the field of direct aid and advice to entrepreneurs, management training and an operational project bank. The programme will facilitate the strengthening of the economic fabric of the province under consideration in order to meet the needs of vocational training and the creation of jobs. (d) Reserve. In order to deal with the needs of adaptation, it is proposed that a financial reserve to be programmed during the implementation of the programme should be established.

37. Results expected. Establishment of a farm-employment observatory; establishment of a farm-job exchange; enrichment of the basic-education curricula and school manuals; model operational schemes for promotion and accompaniment of small and medium-sized industries and enterprises in rural areas; creation of at least one incubator.

38. Linkages with other cooperation programmes. The programme will continue and intensify its linkages of harmonization and mutual contribution and exchange of experience with the agencies of the United Nations system whose preservation and development of human resources constitutes the heart of the mandate (UNFPA, UNICEF, WFP, the United Nations Development Fund for Women (UNIFEM)) and the International Fund for Agricultural Development (IFAD). Other partners, such as the World Bank, AfDB and other potential donors, including NGOs, will be regularly consulted as part of the harmonization of the programmes undertaken.

Development and improvement of the management of natural resources

39. National objective. Morocco's natural environment offers numerous potentialities. But the increasingly extensive degradation by the effects of erosion and desertification, the overconsumption of natural resources and the excesses in exploitation constitute serious threats to the ecosystem, and therefore to human development. The balanced and lasting development sought by the Government is to be based on a more rigorous control and a more rational management of natural resources, while ensuring development which takes account of environmental aspects.

40. The proposed cooperation

(a) Water and sanitation. In accordance with the directives issued by His Majesty the King, water, a vital natural resource, and sanitation will continue to constitute an absolute priority for the coming programme of cooperation with UNDP in particular and of external cooperation in general. The actions which will be entrusted to UNDP in this field are based on considerable national know-how and expertise; they will be aimed at reducing the still substantial disparities that exist between rural and urban areas and at meeting the needs of the poorest and most disadvantaged sectors of the population. This aspect of the programme will therefore be essentially regional in nature.

41. Moreover, the Government emphasizes the coordinating role of UNDP in this specific high-priority field, and it intends to have UNDP open the way for other partners in development in order that they may participate in a complementary and rational way in the pursuit of the national objective set by the Government. In this connection, UNDP will facilitate the Government's efforts in organizing a harmonization meeting between donors based chiefly on the recommendations of the study of needs in the water and sanitation sector that has already been carried out by UNDP at the request of the Government. Lastly, in the light of the similarities between the problems identified in Morocco and in the countries of the Union of the Arab Maghreb, it is expected that the UNDP regional programme will give direct support to the concerted resolution of these problems.

42. (b) The environment. Considering the geographical position of the country and the concentration of industrial activities, the problems of the environment are very complex and disturbing. The Government is asking UNDP to play a role of sensitization and a role of support in the identification of the problems linked to the environment, the funds required for the financing of the actual programmes will come from other sources. The main activity entrusted to UNDP will be the preparation of a national plan for the environment and the establishment of a permanent observatory, since these initiatives are at the very foundation of a policy for lasting development. Such a development should be also be viewed in a regional context, to which the regional programme will make its contribution.

43. (c) Watershed management. It is Morocco's policy to increase the effectiveness of its water resources by building dams. Accordingly, a large number of large and medium-sized works have been constructed. Parallel with

this, hundreds of small dams and lakes are being constructed in the mountains every year. However, very few of the watersheds upstream from the dams have a guiding scheme for management, and major efforts still must be exerted to make up for lost time and meet the imperatives of the construction of new dams. Consequently this activity will be conducted and developed as part of the programme. In this context, it should be emphasized that special attention will be given to the most disadvantaged sectors of the population through the establishment, as part of a pilot programme, of a participatory approach o the planning, follow-up and assessment of watershed management .

44. (d) Renewable energy sources. The rate of electrification in the rural areas of Morocco is barely 30 per cent. This seriously hampers the efforts aimed at developing the entire rural world. The problem arises not only from the lack of energy sources but also from the fact that the country is characterized by a dispersion of population centres which makes any form of regular energy supply very expensive. Consequently the Government wants UNDP to study the possible methods for using renewable energy sources, with particular emphasis on solar energy, inter alia by their pilot application as part of programmes relating to the promotion of small and middle-sized industries and enterprises and to the development of mountainous areas and the southern regions of the country.

45. (e) Fishery resources. Morocco has made spectacular advances in the field of fishery management, since it is one of the few countries that have initiated a process of rational management of their fishery resources. Taking account of the results obtained and of the national capacities developed in this field, the cooperation will be aimed at providing the institutional reinforcement needed for effective achievement of the proposed management schemes.

46. (f) Reserve. In order to deal with the needs of adaptation, it is proposed that a financial reserve to be programmed during the implementation of the programme should be established.

47. Results expected. Adoption of a coordinated approach to water and sanitation problems by Morocco's partners in development; adoption of the programmes submitted to the harmonization meeting; a national strategy for the protection of the environment; an operational environmental observatory, sensitization of decision-makers; a pilot case of effective participation by the population in the planning and achievement of watershed management schemes; concept of a rational regulatory mechanism for access to national fisheries.

48. Linkages with other cooperation agencies. It is important to emphasize the intervention of the World Bank and of the African Development Bank developing complementary activities as part of these subprogrammes.

C. Aid to other sectors

49. Since the objectives and subjects adopted in the present programme for cooperation have been identified gradually during the implementation of the preceding programme and during the preparation of the proposed programme, no provision has been made at this stage for cooperation that is not linked to one of the objectives selected by common accord.

D. Arrangements for implementation and management

50. This fundamental aspect is directly linked to the strategy established by common accord for the implementation of the cooperation programme, since it constitutes the programme's extension at the technical level.

51. Management and follow-up of the programme: Responsibility for the management and follow-up of the programme, just as for the programme itself, rests first of all with the Government. In order to fulfil that responsibility, it has established a permanent limited interministerial committee. That committee has set up selective criteria for the assessment of programmes and projects, and it is responsible for the follow-up of the programme. The role of UNDP is conceived as that of a privileged and active partner in cooperation for the development of Morocco. Among the instruments available to the Government and UNDP for managing and following up the proposed programmes are: tripartite and multipartite reviews, periodic or thematic evaluations, annual and mid-term reviews, criteria for the selection of programmes and projects, and indicators of results.

52. Modalities for implementation: National implementation and, more particularly, implementation by the Government will be reinforced by attempting to associate with it, inter alia and in so far as possible, non-governmental organizations. In addition, the Government and UNDP will examine the measures that have to be taken in order to ensure a national implementation that will be full and entire at the operational level. Similarly, the technical skills of the United Nations agencies will be requested for the implementation of the programme. Moreover, the most systematic possible resort to the profound forces of the country, interpreted as the diversification of the national participants/partners in cooperation, will be combined with the following elements: the total mobilization of UNDP (this relates to the various services, funds and machineries offered by UNDP, such as the regional programme, Transfer of Knowledge Through Expatriate Nationals (TOKTEN) and United Nations Short-term International Advisory Resources (UNISTAR), the United Nations Fund for the Development of Women (UNIFEM) and others) and the necessary complementarity of cooperation arrangements within the United Nations system and outside of the United Nations.

E. Mobilization of complementary funds

53. The IPF resources alone cannot cover all of the proposed programme's needs for technical cooperation. The mobilization of additional resources is therefore imperative. Joint efforts will be undertaken in order to deal with this through arrangements for cost-sharing (Government and third parties).

54. A total of $4.5 million is considered to be the additional amount to be mobilized by the Government as part of the programme.

Annex I

FINANCIAL SUMMARY

I. ESTIMATED RESOURCES (IPF + cost-sharing) TAKEN INTO ACCOUNT FOR PROGRAMMING

	Thousands of dollars	
Carryover	2 743	
Fifth cycle IPF	20 147	
Subtotal, IPF		22 890
Project cost-sharing (Government)	4 500	
" " (third-party)	400	
Programme cost-sharing	-	
Subtotal, cost-sharing		4 900
TOTAL		27 790

II. USE OF RESOURCES (IPF + cost-sharing) ACCORDING TO AREA OF CONCENTRATION

Area of concentration	IPF	Cost-sharing	Total (a)	%
Strengthening of capacities for development management				30
Development of human resources				20
Management of natural resources				40
Unprogrammed reserve				10
TOTAL	22 890 000	4 900 000	27 790 000	100

(a) Sectoral distribution to be determined

Annex I (continued)

III. COMPLEMENTARY ASSISTANCE FROM OTHER SOURCES

	Thousands of dollars
A. Funds administered by UNDP	
Specialized resources of the programme	250
UNCDF	-
UNSO	-
UNIFEM	60
UNRFNRE	-
UNFSTD	-
Subtotal	310
B. Other United Nations sources	
Agencies participating in JGCP	
UNFPA	1 000
UNICEF	15
WFP	100
IFAD	in preparation
United Nations agencies (other than UNDP financing)	7 000
Global facility for the environment	5 000
Subtotal	13 115
Total United Nations resources	13 425

Annex II

MATRIX OF THE PROGRAMME

Area of concentration	Elimination of poverty and participation of basic communities in development	Environment and management of natural resources	Management of development	Technical cooperation among developing countries	Transfer and adaptation of technology	Women in technology
I. DEVELOPMENT OF HUMAN RESOURCES						
Education, training and employment	*					*
Education in rural areas	*		*			*
Small and medium-sized industries/enterprises	*				*	*
II. MANAGEMENT OF NATURAL RESOURCES						
Water/sanitation	*	*	*			*
Environment	*	*	*			
Watershed management	*	*				*
Renewable energy		*		*	*	
Fishery resources	*	*	*			
III. MANAGEMENT OF ECONOMIC AND SOCIAL DEVELOPMENT						
Modernization of administration			*			
Decentralization	*	*				*
Privatization			*			
Normalization/promotion of quality			*		*	

(a) The asterisks indicate major linkages only.